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ABSTRACT

This study examines the work of the Asia-Pacific Programme of Education for All (APPEAL) since its 1987 inception. Efforts to assess educational achievement at the local, regional, and national levels in Nepal are examined with a view to achieving universal primary education; eradicating illiteracy; and providing continuing education in support of the above objectives. Chapters include: (1) "Towards Education for All"; (2) "National Policy on Education for All"; (3) "Achieving Education for All"; and (4) "Country Data Pertaining to Education for All." Statistical data are presented, noting that the total school population survival rate to grade 5 in 1980 was nearly 42 percent for boys and 40 percent for girls with the hope that by the year 2000 those percentages will nearly double. Suggested strategies to address the program goals focus on the present Seventh Plan (1985-1990) to endorse voluntary implementation of compulsory primary education by town authorities, to expand pre-primary education, to provide free textbooks and school dress, to privatize schools, to hire female teachers as role models for girls, and to make schools more accessible to all. (EH)

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Asia-Pacific Programme of Education for All

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Contents

Preface

Summary

Chapter 1 Towards Education for All 1

Chapter 2 National Policy on Education for All 9

Chapter 3 Achieving Education for All 13

Chapter 4 Country Data Pertaining to Education for All 25

Preface

The Asia-Pacific Programme of Education for All (APPEAL) was launched on 23 February 1987 from New Delhi, India by the then Director-General of UNESCO.

Through regional co-operation APPEAL aims to facilitate the national efforts of the Member States in Asia and the Pacific with a view to:

a) Achieving universal primary education;

b) Eradicating illiteracy; and

c) Providing continuing education in support of (a) and (b) above.

After the launching of APPEAL, the Member States formed National Co-ordination Mechanisms for APPEAL to mobilize public opinion in favour of literacy programmes, primary education and continuing education, and strengthening those programmes at government as well as non-governmental levels. Many Member States have organized national special events like seminars and workshops to mark the launching of APPEAL in their respective countries. As of December 1989, 20 Member States have formed National Co-ordination Committees for APPEAL or designed existing organizations as National Co-ordination Mechanisms for APPEAL Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Laos, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Thailand and Viet Nam.

In order to assist the Member States to formulate national strategies to implement APPEAL in their countries, the UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Regional Workshop for National Co-ordinators of APPEAL in co-operation with the Ministry of Education and Government of Thailand in Chiangmai, Thailand August 1987. This workshop discussed and developed approaches and strategies to implement APPEAL at the regional, national and local levels. It was attended by 31 primary education, literacy, and continuing education experts from 16 Member States in Asia and the Pacific.

Tangible outputs of this regional workshop were national plans of participating countries and a regional plan of action for the implementation of APPEAL, as well as a sincere commitment from the participants of the countries represented to pursue with vigor the implementation of APPEAL.

UNESCO convened the first Meeting for Regional Co-ordination of APPEAL in Bangkok, Thailand, November 1988. Preparatory to this First Meeting for the Regional Co-ordination of APPEAL, UNESCO/PROAP requested the National Co-ordination Committee/Mechanism to conduct a National Study of APPEAL highlighting achievement, problems, policies and plans to achieve the goals of APPEAL.

The National Studies was submitted to the First Meeting for Regional Co-ordination of APPEAL which discussed the issues raised by the national studies and made a number of suggestions to UNESCO and the Member States for the improvement of plans, progress and strategies for achieving the goals of APPEAL.

UNESCO/PROAP is very grateful to the National Co-ordination Committee/Mechanisms for APPEAL and the National Commission for UNESCO in the Member States for providing the national studies and making it available for all people concerned. Unesco also acknowledge the contribution made by individual scholars to prepare the studies.

The national studies provide very valuable information, data and insight of planned and existing programmes in literacy, primary education and continuing education. UNESCO/PROAP is therefore, very happy to publish it and make it available for all interested.

Summary

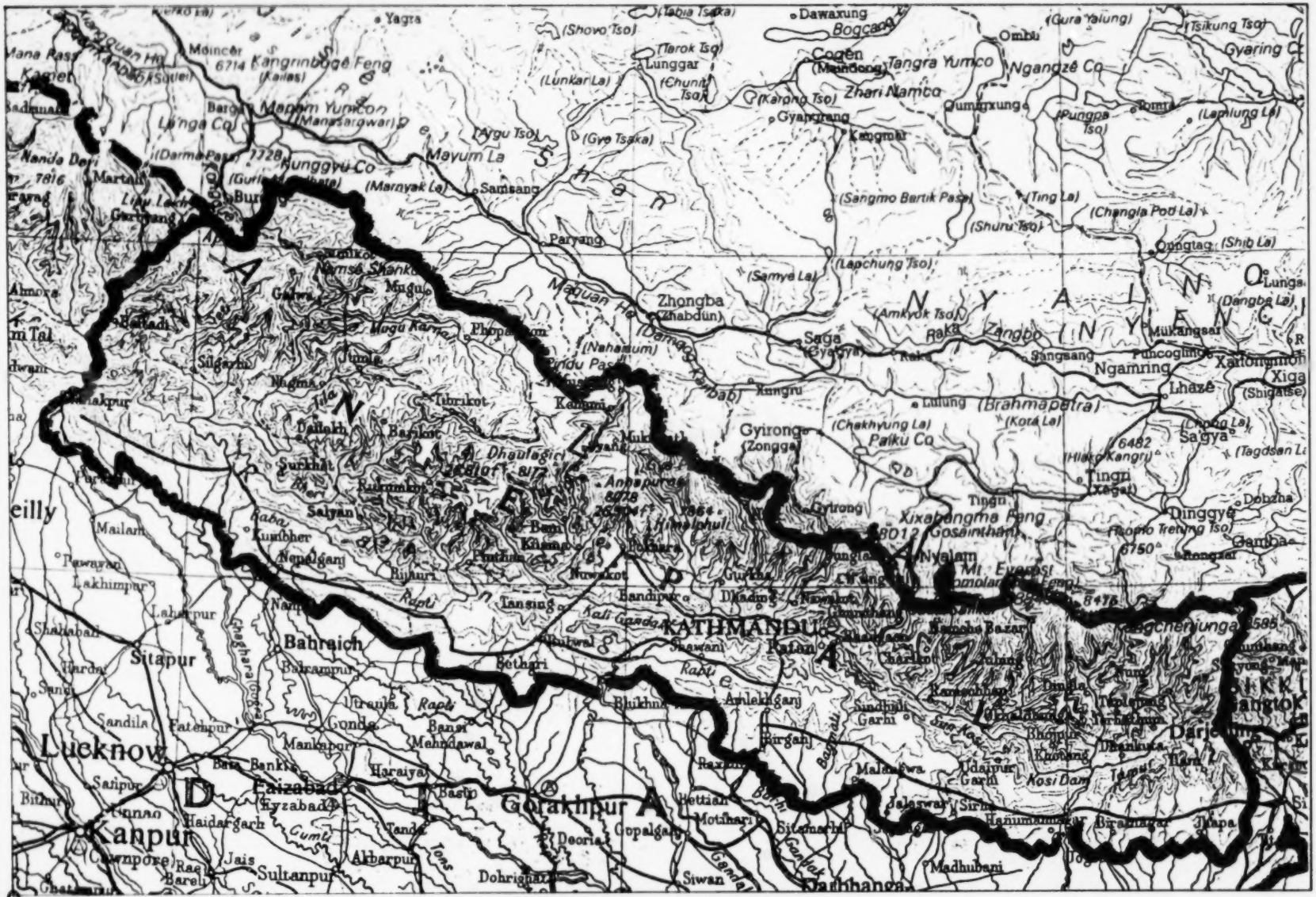
His Majesty's Government has undertaken to enroll all primary school age children (6-10 years) by the end of the year 2000. The net enrolment ratio for girls at the primary school level in the year 2000 is 68 per cent. The total out-of-school population in 1990 is estimated at 841,236, of which 763,845 are girls. In 1980 the survival rate to Grade 5 for the total school population was 41.88 per cent for boys and 39.88 per cent for girls. In the year 2000 it is expected to be 80.31 per cent for boys and 70.52 per cent for girls..

In 1981 primary school was expanded from 3 to 5 years. The present Seventh Plan (1985-1990) has endorsed the policy of voluntary implementation of compulsory primary education by the town authorities. Pre-primary education is to be expanded to help reduce the high repetition rates in grade 1. Present policies include distribution of free textbooks and school dress, privatization of schools, employment of female teachers to encourage the enrolment of girls, and mapping of school areas to make schools easily accessible to all.

The Seventh Plan (1985-1990) committed itself to the expansion of adult literacy training. In the fiscal year 1987/88 the target set by the Ministry of Education and Culture for provision of functional literacy was 29,400 adults in the age group 15-34 years. Another plan has been made by the Ministry to provide functional literacy by stages to 455,280 adults in the 15-34 years age group. The illiterate population in the age group 15-34 years is estimated to be 7.6 million in the year 2000. Of this projected figure only about 4 million people are expected to be covered by regular programmes.

The programme of continuing education in Nepal, though limited in scale, is considered a vital means for preventing relapse into illiteracy. Some of the continuing education activities available include Village Reading Centres and Home Reading Circles which aim at the consolidation and retention of the skills acquired by neo-literates.

The National Coordination Committee was constituted in 1987 as a forum for the exchange of ideas and views and for collaboration and coordination of activities. Moreover, it serves as a linkage mechanism between and APPEAL and national programmes.



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Chapter 1

Towards Education for All

With the rising concern for stepping up the development process, education today is looked upon in the broader perspective of national development needs. Educational service is now conceived as a medium of change and social mobility as well as a force for forging bonds of national unity and for raising national productivity. In the present context, it is equally important to provide education to the disadvantaged groups of people which have so far been deprived of educational opportunities. It has been proved beyond doubt through numerous studies carried out in recent years that literacy has direct bearing on production in factories and on farms and that it has immediate impact on health and nutrition, on environmental improvement and on population education. This realization emphasizes the need to impart basic level education to every one. It is essential to make education for the broad masses of people functional so as to enable them to play their role as productive workers, conscious citizens and self-reliant group members involved in cooperative development. Like other member countries, Nepal is also committed to becoming a willing partner in the APPEAL campaign.

Primary Education

Before 1954 Nepal had at least six types of primary school: the English System; the Basic Education System; the Sanskrit System; the Gompa (Buddhist monastic) system; the Madrasa (Muslim school) system; and the Bhasa Pathashalas (vernacular schools). The Nepal National Education Planning Commission in 1954 suggested a model which prescribed a uniform curriculum for all schools seeking government recognition and financial support through grants in aid. It also proposed the introduction of initial free primary education leading to compulsory primary education in the country.

Nepal, as a participant in the Karachi Convention on universal education sponsored by Unesco in 1962, agreed to provide universal, free, compulsory primary education by 1980. A plan was accordingly prepared. However, it proved to be an ambitious one because of resource and manpower constraints. Based on the past experiences, the All Round National

Education Committee (1961), and the Unesco Mission to Nepal (1962) simply emphasized the need to expand primary education. Unlike earlier education plans, the National Education System Plan (NESP) in 1971 paid more attention to increasing access to primary education and maintaining certain standards. Consequently the government took responsibility for managing schools centrally and, beginning in 1975, provided free education up to grade 3.

The Sixth Plan (1980-1985) developed new strategies to make primary education accessible to girls and to children in remote areas. It got wide publicity and emphasis was laid on the improvement of instructional quality. In 1981 primary school was expanded from three to five years.

The present Seventh Plan (1985-1990) has endorsed the policy of voluntary implementation of compulsory primary education by the town panchayats. This plan has also favoured a policy of privatization of primary schools where local leaderships and resources are available. Pre-primary education is to be expanded to help reduce the high repetition rates in grade 1. The Basic Needs Approach to Development (1987) is a plan primarily formulated to universalize primary education by the year 2000.

Present policies of primary education include free primary education, distribution of free textbooks, privatization of schools, employment of female teachers to encourage girls' schooling, compulsory training of primary school teachers and mobilization of non-government agencies and community leaders to seek people's wider participation, especially in resource collection and management. Other policies include provision of scholarships and free school dress, mapping of school areas to make schools easily accessible to all, implementation of primary education projects to improve educational quality, reorientation of administrators and supervisors to make education accessible to all and establishment of extended arm schools, wherever necessary. These policies also cover allocation of incentives to schools and those educational personnel that help increase students' enrolment (especially that of girls), organization of parental contact sessions to heighten educational awareness, preparation of teachers' guides, introduction of flexible school schedules and the development of resource centres to help primary schools get educational and physical assistance in accordance with needs.

Eradication of Illiteracy

The effort to eradicate illiteracy in the country started more or less with the emergence of the democratic system in 1951. Policies were made to utilize school networks for literacy campaigns. Teachers were trained and priorities were set to develop learning materials. Quotas were allotted for each year. Priorities were set for those places where the literacy rate stood very low. Textbooks were given free of charge, and other accessories like chalk, blackboards, kerosene lanterns and other expense items were made available by the government itself. Those participants who completed the literacy course were allowed to join the adult school (3 year secondary school). To date these policies remain in operation. However, other policies have been adopted, for example: using local teachers; mobilizing local resources; encouraging both the GOs and NGOs to run literacy classes; delivering messages through the radio and rural newspapers; initiating participatory discussion with literacy learners; preparing text matters about the generative contents that the participants

find most relevant to them; adopting an integrated approach in teaching; and coordinating various agencies involved in literacy training.

The progress made in each plan period is briefly mentioned in the following lines. In the first phase, which lasted from 1951 to 1956, the target figure to be covered by the adult literacy programme was just 1000 adults. In this period most of the time was spent on preparing educational materials, such as the curriculum, textbooks and instructional charts.

In the second phase (1956-1961) of the programme, the target number was raised to 54,000 persons. Radio broadcasting of adult education programmes was also started in this period. During the third phase, which lasted from 1961 to 1963, more than 66,000 people were made literate. The emphasis of these programmes was exclusively on literacy. From 1965 onward, some functional skills such as agriculture, health and social sciences were also included.

By this time, some other ministries, development agencies and social organizations had also started implementing various adult education programmes, for example, the agricultural extension programme of the Ministry of Agriculture, women's literacy programmes run by the Women's Organization and so on.

The NESP of 1971 pinpointed adult education as one of the priority areas and stressed the need to include the functional aspect also in the adult literacy programmes. An experimental pilot project in this connection developed two types of programme packages - one of uni-message and the other of multi-message. The Ministry adopted the multi-message functional literacy programme in 1978.

In 1978/79, this programme was put into operation in 25 of the country's 75 districts with 8 to 9 centres in each district. Moreover, one non-formal pilot programme with a network of 50 centres was introduced in still another district. In 1979/80 the programme was extended to 52 districts with 400 adult education centres. The next year the programme was made to cover 2,500 centres. On the whole, the Fifth Five-Year Development Plan (1975-80) provided literacy to some 300,000 adults.

The Sixth Plan (1980-85) proposed imparting adult literacy to 900,000 neo-literates. In the meantime, an integrated approach for the adult education programme was being followed on an experimental basis. The primary concern of this programme was to raise the awareness level of the target groups and to improve their capability to manipulate the local resources to their best advantage. The Seventh Plan (1985-90) committed itself to expanding adult literacy coverage. In the fiscal year 1987/88, the target set by the Ministry of Education and Culture for provision of functional literacy covered 29,400 adults within the age group of 15 to 34 years. Similarly, a plan of action has been prepared by MOEC according to which the Ministry undertakes to provide functional literacy by stages to 455,280 adults of the 15-34 age group. The rationale behind narrowing down the target population to the age range 15-34 years is that a realistic approach will make the national effort in this direction more target specific and more rewarding. The Ministry will explore other ways of making the remaining non-literate adults literate, for example, by mobilizing various development agencies in the country.

Continuing Education

The literacy drive being a relatively new phenomenon in the country, most of the literates, particularly in rural areas, are first generation learners. It is not surprising then to find that they lack a proper environment that helps them sustain as well as enhance their interest in reading and writing. Therefore, most of the neo-literates are likely to relapse into illiteracy before long.

Not long ago there existed in Nepal, and to some extent there still exists, a tradition of organizing religious discourses or readings from the holy scriptures and the religious epics dealing with the exploits of great mythological heroes and deities. These discourses and readings motivated people to acquire literacy and keep it from slipping out of memory.

The ancient tradition of imparting family knowledge/skills remained a source of adult and continuing education for youngsters for many years in Nepal. However, the political change in the early 1950s has been instrumental in running adult literacy programmes institutionally. Consequently, the country developed the first literacy readers and recognized the need for post-literacy materials, teachers, village libraries and radio education. A new impetus was given with the implementation of the National Education System Plan (NESP) in 1971. Two adult education programmes were begun - literacy classes and a functional adult education programme, and coordinating mechanisms were sought out among the several agencies involved in literacy activities. By 1977, MOEC had begun to develop a flexible package of materials based on the needs of daily life and began to prepare teachers accordingly.

The more important aspect in the Nepalese situation is the application of literacy to economic and material ends and purposes. Therefore, it is necessary to create not only literacy materials and facilities for life-long education but also opportunities and an atmosphere in which to use them. With respect to the provision of continuing education, Nepal has not been able to do much so far. It still remains for the Ministry of Education and Culture to create a separate unit or desk to look after this aspect in a systematic way. However, its Adult Education Section is not unaware of the need for this type of education in the country. The Adult Education Section, in its recent phase of integrated adult education programmes, has included some matters related to this aspect in its adult education programme package. In more recent years, the MOEC has increasingly felt the importance of continuing education both as a means for halting the relapse of neo-literates into illiteracy and for conveying relevant and useful knowledge and information to the already literate population. There have been some attempts to publish wall newspapers, establish village reading centres and supply supplementary reading materials and posters, most notably in the Seti Project and in the Primary Education Project districts.

The present policies and plan in adult and continuing education are characterized by critical initial programmes. All agencies with rural development programmes are encouraged to organize literacy programmes. Different ministries whose work is related to people's daily lives are asked to develop literacy programmes collaboratively and an integrated approach in the message delivery system has been adopted. Teachers are trained as adult educators and local teachers, clubs/institutes are encouraged to run literacy classes. Efforts are made to give them recognition and awards. Research is conducted and literacy texts, post-literacy materials and follow up materials are developed. MOEC as a coordinating agency has been

activated, international and donor agencies have been approached to organize literacy programmes, supervision has been made accountable, and the agencies that are producing or are in the process of developing post-literacy materials have been given due support to distribute those materials widely throughout the country. A policy to train neo-literates in cash-raising activities has been incorporated. Likewise, possible areas in which literacy completers can be linked to formal education channels have been identified.

There are also quite a few NGOs as well as some international agencies like UNICEF that are partially involved in the task of catering for the educational needs of the literate population. The activities of certain development agencies also contain, according to their area of thrust, a component of follow-up educational programmes which aim to disseminate some pertinent knowledge, skill and information. Interest is growing among the village people to set up local libraries to be used as intensively as possible. Various donor agencies have given liberal support to such activities. The activities of SATA (Swiss Association for Technical Assistance) are worth emulating in this respect. Under its IRD-Programmes, SATA not only provided literacy as well as some useful skill to its target group of people in a Nepalese village, but also focused its efforts on the creation of a literacised environment in the locality and towards getting the literate people to continue their learning activity. However, it seems rather difficult to assess the progress made in relation to primary school completers and adult literates. In rural areas, especially in remote districts, there is, as things stand now, practically nothing to read apart from the few school textbooks.

Various line agencies such as agricultural, health, family planning associations and agriculture development banks have developed a number of reading materials to help the adult literates continue their learning. In addition, these agencies have operated radio broadcasting and television services on this subject, specifically aimed at improving the living standard of the neo-literates. The pamphlets, leaflets, posters and charts they have developed are widely distributed free of cost.

Problems and Issues Encountered in the Universalization of Primary Education

- Many teachers are still untrained. The problem of providing training to a large number of teachers has been intensified by the growing need for teachers to man newly established schools.
- Although there is provision for supervision, the school inspection system, for various technical reasons, has not been satisfactory.
- Another outstanding impediment is that the low level of awareness of the necessity of education, especially in rural areas, is further set back by certain deep-rooted, old-fashioned traditions and social culture, for example, by an unfavourable attitude towards education for women. Most rural parents are thus both reluctant and economically demotivated to send their children to school.
- Of late, teachers in Nepal have fallen into a position of low social status. The general complaints of teachers are that their salary is low, they do not get due professional recognition and their working conditions are poor. In this situation it is difficult to come by able teachers and to retain the capable ones.

- Drop-out rates are high in all grades. It has been found that half of those who enter the first grade do not complete the five year primary cycle.
- There is a lack of instructional materials, both in terms of variety and number of adequate copies. The content and presentation of textbooks need to be improved.
- Printing in Nepal is also in a comparatively undeveloped stage. The absence of established reading habits and the poor economic condition of the people often makes publishing commercially unrewarding.
- The paucity of financial resources is a major problem faced in the expansion and quality enhancement of non-formal/adult education programmes.
- An effective mechanism is yet to be developed for ensuring follow-up activities for the neo-literates, providing post-literacy materials to help them maintain and improve their newly gained skills.
- In non-formal adult education the question of relevance is often a matter for debate. It is thus essential that great attention be paid to making the adult education programme responsive to the learner's needs in relation to the society he belongs to and the environment he lives in.

Problems and Issues in the Elimination of Illiteracy

- It is necessary to measure the level of literacy skills gained by a neo-literate in order to provide a basis for establishing an equivalence with the formal primary school system. This accreditation enables the adult literates to continue their education and to find a rank in the market value system for the skills they have acquired.
- Improvement in the coordination and collaborative interrelationship between various agencies engaged in NFE programmes is vital.
- Access of adults to NFE is still limited mostly to men, particularly those who are near district headquarters. Expansion of adult education in coverage as well as in number of students is a tremendous task that has to be taken care of.
- In terms of its role in rural development, non-formal education is yet to receive the amount of priority that is given to the formal education system.
- The problems of finding competent facilitators and developing useful learning materials are still major concerns in the effective dissemination of adult literacy.

Problems and Issues in Continuing Education

- There is a general lack of awareness among adult literates as well as general people of the importance of going ahead with some further study or similar kind of private study. This lack of motivation to keep on learning is as much to do with the general social tradition as with individuals.
- There is a great paucity of reading materials. Most of the materials available are designed for a more sophisticated group of readers. Some materials for the neo-literate groups have come out recently but their level of comprehensibility is not quite satisfactory, because the language has not been simplified and the text matter has not been graded according to level.

- Because of the difficulties of transportation and the inaccessibility of markets in remote areas, most of the books that are developed and are available for adult literates cannot reach the potential readers. Added to this problem is the lack of local community libraries or even of mobile libraries which can give interested readers access to the books they have a fancy for.

Chapter 2

National Policy on Education for All

Background

The National Education System Plan which was brought into force in 1971 modestly defined the objective of primary education as the imparting of literacy to the children of relevant age groups. This objective had been set in a way that covered the minimum learning needs of the population in the context of Nepal. The Plan document established the pupil/teacher ratio at 30:1 and made training a prerequisite for teachers. The pupil/teacher ratio was, however, relaxed and the need for training of teachers was also temporarily waived later in order to cope with the exigencies arising in remote and difficult regions. The free textbook distribution scheme of 1975 gave further impetus to the growth of primary school enrolment. The reform measures under the Plan also encouraged and used local expertise and resources in developing the curriculum and other related materials. However, despite the major reform efforts, only 30 per cent of girls were enrolled as against 70 per cent of boys. The quality of teaching/learning did not keep pace with the quantitative expansion. Drop-out and repetition rates, especially in the first two grades, were at nearly fifty per cent. The formal day schools could not generally hold the children of families from hard core groups. The quantitative improvement in adult literacy rates has also been rather slow. For various reasons, few efforts have been made to retain the literacy skills of adults. The training of teachers remains unsatisfactory, both in number and in standard. The quality of the teaching/learning materials that have been developed is questionable.

In this context the country needs to undertake various strategies in order to systematize the process of educational progress. Cooperation of friendly countries and international agencies in this national effort is essential. This is the backdrop to the Asia Pacific Programme of Education for All which has been assisting member countries to focus upon the problems of universalizing primary education together with literacy and continuing

education programmes with the aim of achieving the goal of basic Education for All by the year 2000.

National Coordination Committee for APPEAL

The National Coordination Committee was constituted in September 1987. Following the decisions made by this committee, a three-day national seminar was held at the Hotel Himalaya, Lalitpur from 24-26 May 1988. Participants in this seminar comprised high level officials and concerned personnel and related experts from both the GOs and NGOs involved in EOI, UPE and CE programmes. The main points raised during the seminar were as follows:

a. The problem of primary school drop-outs is so serious that it needs to be addressed with alternative approaches such as flexibility in teaching hours and classroom location, use of modern media and alternative school systems such as annex schools, mini-schools, mobile teachers and revision of curricula and textbooks.

b. Local participation and involvement of NGOs is a must in the promotion of UPE. In this task the services of SLC students, voluntary teachers, NDS students, panchayat workers, class organizations, etc. are to be mobilized and utilized.

c. Making contact with parents through NFE activities is necessary to increase children's enrolment in school, to maximize their retention and to minimize the dropout rates.

d. Different programmes are launched by various ministries for neo-literates and school dropouts.

In accordance with a decision by the National Coordination Committee for APPEAL, a task force headed by the member secretary, National Education Committee was formed in June 1988. This committee has submitted a memorandum on the launch of a country-wide literacy campaign to His Majesty's Government for consideration.

The Basic Needs Fulfillment Programme in education has set several policies and plans for universalization of primary education (UPE), eradication of illiteracy (EOI) and continuing education (CE) through specific programmes. Some of the important policy guidelines are indicated below.

UPE

- Access to primary education will be widened to cater for all children of relevant age by setting up schools within a walking distance of one kilometre from children's homes. A target has been set for the achievement of 100 per cent enrolment by the year 2000 of children in the age group 6-10 years. Teachers will be provided on a ratio of 1:20 in the mountain region, 1:30 in the hills and 1:40 in urban and plain areas. A plan has been made to provide training to all the teachers required for the year 2000.
- In order to provide wider educational opportunities as well as to bring about quality improvement, a policy authorizing the operation of private schools has been introduced.

- Various measures to make the job of teaching attractive have been worked out and implemented. The teacher's post has been classified into categories with provision for horizontal entry and vertical promotion. Primary school teachers will be given a salary scale, pension and other benefits on a par with that of an equivalent government post.
- The School Managing Committee has been made more responsive to the needs of the school it runs.
- The inspection system will be improved by combining responsibility with authority. A cash award scheme has been instituted so that the schools with best performance will receive these prizes.
- To increase girls' enrolment, special incentive schemes such as scholarships and free school dress have been instituted. To retain girls at the 4th and 5th grades, textbooks are being made available free of cost to all primary school girls in the Kingdom. Boys in the 4th and 5th grades in remote areas will also benefit from this scheme.
- The morning and evening school system with short hours of class teaching for girls will be applied on an extensive scale in several districts.
- The policy of preferential treatment of women in the awarding of primary school teaching jobs will be effectively pursued. The programme of upgrading and training female teachers from underprivileged groups/areas will be intensified.
- Campaigns highlighting the importance of women's education will be launched through various communication media in cooperation with social service and class organizations.
- In order to enable children of disadvantaged families to attend school, branch or feeder schools as well as part-time schools will be provided for.
- All untrained SLC-pass teachers will be given basic training of 150 hours with the focus on developing practical skills of teaching. A network of training institutions, one in each zone, will be set up for this purpose. Training activities will also be organized at the district level at appropriate points during school vacations. An advanced training package will also be designed and implemented in phases for those teachers who have received 150 hours' training.

EOI

- The MOEC will provide literacy skills to over 450,000 adults within the 15-34 age group by 2000 AD.
- In the prevailing situation of 67 per cent illiteracy, the panchayat, class organizations, social service organizations and other related non-government organizations will be encouraged to conduct literacy programmes.
- Steps will be taken to expand the current Adult Education Section of the MOEC and raise its working efficiency. Emphasis will be given to increasing cooperation between government and non-government sectors to expand NFE activities throughout the country. The regional and district education offices will implement NFE programmes in their respective areas. Allocation of resources will also be increased according to a set plan.

- Steps will be taken to introduce a system of measuring literacy skills. This will help develop post-literacy programmes and at the same time develop a measuring yardstick to link literacy courses with the primary school system.
- Literacy will be made legally binding in certain districts, for example, literacy will be made one of the requirements for eligibility to stand as a candidate in an election or to get particular jobs in certain offices.
- The innovative, integrated NFE concepts and programmes developed in some of Nepal's major experimental pilot ERD projects will be disseminated for wider application.

CE

- Emphasis is being laid on the development and production of reading materials at both government and non-government levels.
- Local leaders, community heads and panchayat leaders have been activated to undertake the task of mobilizing adults to not only become literate but to also keep up the tempo of learning on a continued basis.

The National Coordination Committee thus provides a forum for the exchange of ideas and views and for collaboration and coordination of activities. Moreover, it serves as a linkage mechanism between APPEAL and national programmes. The Committee can promote institutional linkage and a collaborative relationship between APPEAL and related national institutions.

APPEAL and Nepal's Basic Needs Education Programme

What APPEAL has to suggest in matters of policy guidelines, strategies, modalities of action and target groups falls very much in line with Nepal's stated approach to its basic needs programme of education. The only difference lies in the degree of emphasis or focus on various aspects of its programme on account of differing national and local realities. For example, Nepal has favoured universalization of primary education as the top priority area for action in the period until 2000 AD as against continuing education because of the constraints of resources and infrastructure. It does not, however, mean that the UPE will always receive the same priority as it has received now. Priorities will change with the demands of time and situation. In this context, the possible linkages between APPEAL and the country's basic needs programmes in education are obviously important.

Chapter 3

Achieving Education for All

Strategies for UPE

Since Nepal started its programmes to provide Education for All in 1951, different strategies have been worked out and implemented. Schooling opportunities are expanded by way of opening new schools, giving permission to operate extended arm schools wherever necessary, recruiting teachers, initiating one teacher schools and introducing the multi-grade teaching concept. Educational opportunities are made available for out-of-school children also by using non-formal approaches, developing community learning centres, encouraging private schools, and so on. The continuation of these approaches with the target of universalizing primary education is much in the spirit of the Karachi Convention and is presently in line with APPEAL's goal of achieving UPE by 2000 AD.

In the process of formulating programmes in line with APPEAL's clarion call for 'Education for All', the MOEC adopted various strategies for universalization of primary education under the country's Basic Needs Fulfillment Programme. Accordingly, all children in the 6-10 year age group are targeted for enrolment in schools. Statistics at present show that the gross enrolment of primary school age children is 85.5 per cent (1988). To draw the unenrolled children into school the following strategies have been formulated by the MOEC under the Basic Needs Fulfillment Programme.

Maintenance of Student Teacher Ratio

As a continuation of the strategy adopted by the National Education System Plan (NESP) of 1971, the MOEC has stated a realistic criteria for teacher allocation. According to these criteria, schools are classified in relation to the country's topographical features of mountains, hills and plains. Based on this geographical system of categorization, the policy stipulates a teacher to student ratio of 1:20, 1:30 and 1:40 respectively in the mountains, hills and plains. Programmes are being worked out and implemented on the basis of this teacher to student ratio.

Location of Primary Schools

MOEC has embarked upon a policy of establishing schools within a radius of one kilometre from children's homes in the mountain region, 1.5 kilometres in the hilly region and 2 kilometres in the plain region. Despite this blanket rule, provision has also been made in special areas to run expanded arm schools if there are natural barriers for young children in the local terrain such as unfordable streams or precipitous hills.

Based on the topographic features of the country, a policy has been introduced to limit the estimated distance between two schools to 2, 3 and 4 kilometres in the mountains, hills and plains respectively. The city area is exempt from this rule.

Provision of Incentives for School Teachers

A mechanism to promote teachers from their initial fourth class rank to the topmost first class has recently been introduced. In addition, the reward and punishment system and the provision of a pension after retirement have continued to ensure teachers' participation in education. The Government has long since committed itself to meeting 100, 75 and 50 per cent of the salary for teachers in government-aided primary, lower secondary and secondary schools.

Teacher Training

Teacher training centres are to be set up in the headquarters of each zone (14 in all) to train the 69.1 per cent of teachers who are as yet untrained. Short-term training courses have been developed and national teacher training programmes are being continued. A policy encouraging the employment of women teachers in primary schools is being pursued. Consequently, different training centres are in operation for the preparation of women teachers in the country. The time schedule set for the training package is 150 hours. A provision has also been made for advanced level training programmes for the beneficiaries of the first package of 150 hours. In addition to their usual course, some of the teachers are to be trained in multi-grade teaching methodology. This teaching approach is expected to promote the access of children to education in sparsely populated areas.

Encouraging Private Schools

At present in Nepal there are 439 privately run schools on record. In recognition of the growing enrolment of private schools, government policy has authorized their operation.

Increasing Girls' Enrolment in Schools

With the help of print and electronic media, the MOEC has been implementing its policy to increase girls' enrolment in primary schools. Talk programmes, dramas and discussions are the other ways of encouraging parents to send their girls to school. In addition, the scholarship scheme and the school dress distribution programme have also been continued.

An innovative approach initiated by the Seti Project in 1982 to assist out-of-school girls aged 6-12 under the Chelibeti programme is being continued. This will help about 68,500 out-of-school girls to become literate by the year 2000. The programme is expected to be launched especially in remote districts and in the districts where girls' enrolment is relatively low. The office of the Women's Education Project Unit under the MOEC has

been specially set up to take care of the promotion of women's education in the country. A Women's Education Committee is being constituted in each district under the leadership of a women's organization. This Committee is expected to work to increase girls' enrolment in the concerned district.

A total of 5 per cent of the girls enrolled receive scholarships and another 5 per cent get school dress free of cost. This scheme is expected to increase the number of girls in school.

Distribution of Free Textbooks

To help improve the retention rate and to make access to education available for the children of disadvantaged groups, textbooks are provided free of charge for 1st-3rd Graders. In consonance with APPEAL's programme of Education for All, this policy has not only been pursued but has been extended to cover all the primary grades. Accordingly, plans have also been worked out to distribute free textbooks to 1st-5th Graders under this scheme, 4th and 5th Grade students in remote districts will begin receiving this benefit in 1988. Likewise, all the girl students in the country are to receive free textbooks from the year 1989. By the year 2000 all students in Grades 1-5 will be covered under this free textbook distribution scheme.

Promoting Competitive Atmosphere in Schools

To enlist the healthy growth of primary schools, a total of ten thousand rupees has been earmarked annually for different awards from the year 1986. This system is to be continued in support of APPEAL's activities. Provision has also been made for incentive awards to be given to headmasters, chairpersons of school managing committees and to schools showing good performance at the rate of one for every 10 schools in a district.

Continuation of Extra-Curricula Activities

Initiated by the NESP in 1971, this programme has been continuing under APPEAL. One teacher in each school is to be trained in extra-curricula activities. The Curriculum, Textbook and Supervision Development Centre (CTSDC) and the proposed Regional Inspectorate of Education are responsible for the training of teachers in this respect. The trained teacher, with the assistance of the school managing committee at the school level and the education supervisor at the district level, is expected to organize such activities. These activities include mass calisthenics, physical training, etc.

Mobilization of NGOs for UPE Programme

Both the GOs and NGOs in the country, in one or another way, are working for UPE programmes. However, not much has been done to delineate and coordinate their endeavours so efforts are being made to find functional coordination between those agencies. The formation of task force committees, organization of seminars and identification of networks are the preliminary steps initiated so far. The Primary Education Project is the next effort to mobilize the local people with minimum assistance from external resources.

Enabling Children of Disadvantaged Families to Have Education

The MOEC has a separate unit for Special Education which operates programmes for the children of disadvantaged families. Accordingly, part-time schools are to be opened in different parts of the country. The Special Education Council has been established to help open new schools for the disadvantaged and coordinate the curricular and extra-curricular activities introduced so far by the schools and agencies concerned.

Strategies for EOI Programmes

An institutional effort to eradicate illiteracy in Nepal was initiated as early as 1952, when both the GOs and NGOs were mobilized to make adults 15 years and above literate. However, the illiterate population of the 15-34 age group is estimated to be about 7.6 million in the year 2000. Out of this projected population figure only about 4 million are expected to be covered by regular programmes within this timeframe. The rest of the illiterate population will still be left out of MOEC adult education programmes. In this context, a task force chaired by the Member Secretary, National Education Committee, has been constituted.

The task force has initiated discussions and deliberations to identify appropriate strategies for the elimination of illiteracy and to help straighten out some of the substantive activities. However, in concrete terms, it still remains for the line of action to become clear.

The target population for EOI programmes is identified as out-of-school children (6-10 years) who for various reasons remained debarred from the formal school benefits. The second target group of the EOI programme, as spelled out by the task force, is the group of out-of-school youth (11-14 years) and the third group constitutes adults aged 15 years and above.

About 8 lakh illiterates are to be made literate every year, but the MOEC, given its present infrastructure and available resources, cannot cover them all with its AE programmes by the end of this century. The available agencies such as local and class organizations therefore need to be mobilized to the full extent for EOI programmes. School networks, service agencies, development programmes, and foreign and national agencies are to be utilized for EOI activities.

Being directly responsible for the EOI programme, the MOEC also supervises the following activities:

- Managing educational materials for different target groups with the assistance of national, foreign and international agencies that take an interest in rural development activities.
- Establishing appropriate linkages in the continuum of formal and non-formal education system approaches.
- Monitoring, evaluating and assessing the programmes.
- Identifying a particular village/district/region for total elimination of illiteracy. This idea needs to be expanded to other districts by phases.
- Making textbooks and other reading materials available to the agencies involved in EOI on request and/or paying a subsidy rate towards their manufacture.

- Activating different class organizations such as youth organizations and women's organizations to run EOI programmes independently as well as collaboratively.
- Involving both the educational and non-educational agencies in EOI programmes. It is assumed that every agency that undertakes to conduct programmes in EOI can make plans on its own.
- Coordinating all the EOI programmes run under various agencies as part of APPEAL's campaign.

The campaign is expected to run in such a way that it will achieve total literacy wherever it is started. The campaign induces parents to send their wards to school, manages literacy classes, establishes community learning centres and provides reading materials to all.

Strategies for CE

Though limited in scale, the programme for continuing education (CE) in Nepal has been considered vital for preventing neo-literates slipping back into illiteracy.

Development of Neo-literacy Materials

Many agencies are, in their own way, engaging in the development of neo-literate materials. However, a coordinated effort in this direction is lacking. For this reason a national workshop was organized by the Ministry of Education and Culture in collaboration with Asian Culture Centre for Unesco, Tokyo, Japan (Feb. 25 to March 6, 1986) in Kathmandu. The thrust of the workshop was to acquaint CE material development agencies with the real situation, rural needs, prototypes of neo-literacy materials developed to date and the anticipated design of materials for the future. 25 NFE personnel from different agencies participated in the workshop which was successful in developing various useful neo-literacy materials.

Management of Village Reading Centres

The concept of village reading centres in Nepal was introduced with the operation of the Seti Project in 1982. The MOEC also has tried to transplant this idea in its programme locations. However, the village reading centres have not yet assumed wider roles so as to provide facilities for all neo-literates.

Organization of Technical School Programme for School Drop-outs

Realizing the magnitude of the problem of school drop-outs, Nepal started a technical school programme in 1981. A separate office has been created to look after the programme and to assess the standard of the skills imparted in such schools. Primary, lower secondary and secondary school drop-outs benefit from the programme. The technical schools, which are of the nature of a continuation programme for formal education drop-outs, are of two kinds, rural and urban. Rural technical schools provide courses in agriculture, horticulture, livestock farming, etc, while the urban technical schools train students in mechanical subjects like radio repair, electric wiring, plumbing, welding etc. Based on the experiences of those schools, Nepal plans to establish at least one technical school in each of the 14 zones of the country by the year 2000.

Encouraging School Managing Committee for Library Establishment in Villages

As a continuation of learning for children in the formal schooling system, incentives, both monetary and psychological, are allotted. This scheme helps build school libraries. In addition, a mobile library scheme has been experimented with in the primary education project. The result, however, is yet to be tested for broader application.

Establishment of Home Reading Circles

Aiming at the consolidation and retention of the skills acquired by the neo-literates, this home reading circle programme has been conducted on an experimental basis by Action Aid/Nepal. One person who is employed to run this circle acts as a guide, displays the materials, opens the circle for two hours a day in the morning or evening and makes technical books and comics available to the neo-literates.

Efforts are continuing to revise and revitalize strategies employed in the past, in order to develop approaches appropriate to the Nepalese setting in the future. In addition, provision is made for those alternative and innovative CE modalities which the various action projects launched in the Kingdom regard as useful.

Financial Resources

As a developing country Nepal certainly has resource constraints. Hence the financing of EOI, UPE and CE activities has posed a problem. UPE programmes have been treated exclusively as the concern of the Ministry of Education and Culture. In respect of EOI and CE programmes, several ministries (education, forests, health, agriculture, panchayat and local development) are providing financial resources according to the budget the have allocated to this area.

Part of the financial assistance received from USAID, World Education Inc., UNDP, UNICEF, SATA, Lutheran World Service, Action Aid/Nepal, Save the Children (USA), the government of the Netherlands, Private Agencies Collaborating Together (PACT), USC/Canada, United Mission to Nepal, Asian Centre for Culture for Unesco (ACCU), Worldview International Foundation, etc. is understandably associated with financial activities for UPE, EOI and CE programmes. This financial assistance has helped in the supply of paper, printing, audio-visual equipment, manpower preparation, and development of post-literacy materials.

The local people are a third source of finance. The donation they make voluntarily, the invaluable labour they extend willingly and other sorts of material contribution are helpful in building the physical assets necessary for all UPE, EOI and CE programmes.

Efforts are being made to ensure participation of the public in school construction and maintenance. District panchayats are to be mobilized for construction of school buildings whereas village/city councils are expected to meet the maintenance cost. The Social Services National Coordination Council is expected to mobilize social clubs/organizations while the line agencies are oriented to give minimal assistance and assure people's participation. School networks, factories and other welfare associations are activated to give necessary assistance in the task of making the country people literate.

EOI

According to the government's plan to provide integrated functional adult literacy to 455,280 adults by the end of 2000 AD, a blue-print of the annual target and cost estimates prepared by the MOEC is presented in the following table.

Table 1 Adult Education Programme Targets and Costs (In 000 Rupees)*

Fiscal Year	No. of adults to be made literate		Costs
1987/88	29400		4462
1988/89	30000		4738
1989/90	30990		5058
1990/91	31980		6355
1991/92	33000		6718
1992/93	33990		6984
1993/94	34980		7443
1994/95	36000		7812
1995/96	36990		9306
1996/97	37980		9719
1997/98	39000		10137
1998/99	39990		10551
1999/2000	40980		10964
Total	455,280	Total:	100247

* The current exchange rate of US$1 = approx. 24 Nepalese Rupees.

UPE

The costs of primary education are borne by His Majesty's Government, the local community and the related individuals. The government supports the basic recurrent costs of primary education, full teachers' salaries, textbooks up to Grade 5 in phases, and some basic supplies. Local communities are expected to provide for and maintain the physical facilities and furniture and provide for other needs not covered by the government. With an eye on universalization of primary education by 2000 AD, the Ministry of Education and Culture has formulated a plan which sets down the annual enrolment target for primary education and the costs to be incurred in this connection.

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Table 2 Primary School: Enrolment Target and Costs (1987-2000)

Year	Population of 6-10 yr. olds	Target figure of Enrolment	%	Total costs* in 000 rupees
1987/88	2424113	2079134	85.8	620000
1988/89	2507813	2168146	86.5	766822
1989/90	2594434	2257151	87.0	861651
1990/91	2646062	2349918	88.8	908062
1991/92	2698823	2442677	90.5	956083
1992/93	2752743	2535437	92.1	1004865
1993/94	2807848	2628196	93.6	1062348
1994/95	2864164	2720956	95.0	1113089
1995/96	2878664	2762562	96.0	1151521
1996/97	2889396	2804167	97.1	1190182
1997/98	2902360	2845773	98.1	1228787
1998/99	2915555	2887378	99.0	1262908
1999/2000	2928984	2928984	100.0	1295897

* Costs here comprise teachers' salaries, stationery and peon's salary only.

Source: MOEC, Educational Programme for Fulfillment of Basic Needs 1987/2000.

Promotion of Girls' Education

The Ministry of Education and Culture has undertaken various schemes to step up girls' enrolment in primary schools as well as to increase women's participation in non-formal education programmes. The targets set and costs estimated to be borne by the MOEC in this respect are as follows.

Table3 Girl's Education: Recipients and Costs

Years	(1) Girls PE scholarship recipients	(2) Costs in NRs	(3) School dress re-cipients	(4) Costs in NRs	(5) Women AE partici-pants	(6) Costs in NRs
1987/88	850	212500	100	20000	1000	246000
1988/89	39501	9875250	39501	7900200	2000	730000
1989/90	42613	10653250	42613	8522600	3000	1095000
1990/91	45908	11477000	45908	9181600	6000	2190000
1991/92	49203	12300750	49203	9840600	6500	2372500
1992/93	52489	13122250	52489	10497800	7000	2555000
1993/94	55780	13945000	55780	11156000	7500	2737500
1994/95	59049	14762250	59049	11809800	8000	2920000
1995/96	61176	15294000	61176	12235200	8500	3102500
1996/97	63307	15826750	63307	12661400	9000	3285000
1997/98	65441	16360250	65441	13088200	9500	3467500
1998/99	67578	16894500	67578	13515600	10000	3650000
1999/2000	69702	17425500	69702	13940400	10500	3832500
Total	672597	168149250	671847	134369400	88500	32183500

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Note: Aggregate of the totals of 2,4 and 6 = Rs. 334702150.

Free Textbook Distribution Scheme

It may be recalled here that His Majesty's Government has plans to provide primary school textbooks free of charge for all. Up until now, textbooks have been provided free of cost to all girls in Grades One to Five, to all boys up to Grade Five in 18 remote districts of the country and to students in Grades One to Three in the remaining 57 districts. Plans and cost have recently been worked out by the Ministry of Education and Culture for the free textbook distribution scheme for the entire primary school level as the following table shows.

Table 4 Free Textbook Distribution Scheme

Year	Total cost in Nepali rupees	Plan
1988/89	13200379	all girls in Grade 1-5 all boys in Grades 1-5 in 18 remote districts and all students of Grade 1-5 in remaining districts
1989/90	14528123	"
1990/91	15879702	"
1991/92	17228772	"
1992/93	18575767	"
1993/94	19920591	"
1994/95	21263437	"
1995/96	22360642	"
1996/97	23455627	"
1997/98	50076012	all boys and girls in Grades 1-5 in the Kingdom
1998/99	51897458	"
1999/2000	53718944	"

Technical Support for UPE Programme

The policies set by the Ministry of Education and Culture have ensured technical support from many related agencies. Curricular design and development have been the responsibility of the Curriculum, Textbook and Supervision Development Centre (CTSDC). This centre has also developed supervision manuals and curriculum guides, besides preparing textbooks and some supplementary reading materials. Book publishers and the freelance writers of the country are in their own way associated with the production of supplementary textbooks.

Teacher training, which is the core of technical support, has been the responsibility of the Faculty of Education at Tribhuvan University. This institute, with its campus and personnel spread in several parts of the country, conducts both pre-service and in-service teacher

Constant supervision of the teaching/learning situation has been carried out by the district education officers under the Ministry of Education and Culture. Special manpower with supervisory training/orientation is recruited to supervise and monitor the educational process. These personnel are assigned to particular schools in a district. As a rule, they are to supervise the schools under their jurisdiction and to link school activities with district education offices. Evaluation, the important part of UPE, is done by the teachers themselves. However, the terminating point of primary education (Grade Five) is being evaluated by the district education offices with input from the school teachers.

Feedback from research is mostly collected by professional researchers from the Research Centre for Educational Innovation and Development (CERID), the Faculty of Education of Tribhuvan University and the research unit constituted under the National Education Committee. Innovative ideas are sought and implemented. The modalities experimented with and found suited to the Nepalese setting by different IRD projects and/or other programmes are replicated with necessary modifications in other districts. In general, international experts and specialists from friendly countries are also providing technical assistance for many development activities in the country. The Primary Education Project, the Radio Education Project, ERD Seti Project and other IRD Projects receive consultancy services and technical knowledge from such experts and specialists. Above all, MOEC develops policy guidelines, formats and necessary regulations to muster technical support from all quarters of national life.

Technical Support for EOI and CE Programmes

About 45 agencies - national, foreign and international - are involved in EOI and CE programmes. In their small numbers, line agencies and NGOs are providing technical support for EOI and CE programmes. However, MOEC has taken a leading role in developing curricular framework, textbook series, supplementary reading materials, pedagogical approaches, training modalities, manpower trainers and supervisory manuals, etc.

The other agencies that are associated with EOI and CE programmes rely in many respects on the technical expertise of MOEC. However, there are some agencies like ERD Seti Project, Integrated Hill Development Project (IHDP), Action Aid/Nepal and Save the Children (USA) that have their own technocrats to develop both the curricular and extra-curricula activities. Similarly, ADB/Nepal has also included literacy classes in its Small Farmers Development Programmes.

Regarding the CE programmes, more than 16 agencies are presently involved in designing and developing appropriate materials. With their expertise and interest they are preparing and disseminating their materials and many of them are also in the process of developing other supplementary materials.

Innovative ways are developed to make CE materials available to the intended readership. For example, a mobile library has been initiated by the Primary Education Project, village reading centres are introduced by ERD Seti Project, home reading circles are managed by Action Aid/Nepal, etc.

Aware of the dire need for coordination in providing technical support to EOI and CE programmes, MOEC has developed a mechanism to bring all the activities into an accepted

format. Integrated contents are prescribed, approaches are suggested and technical knowhow is shared.

Monitoring and Evaluation

Programme monitoring and evaluation is an important part of any programme. It helps to identify the behaviour of the learners and to assess the level of their achievement. Every major agency that has been running EOI, UPE and CE programmes has developed monitoring and evaluation mechanisms in one way or another. However, these mechanisms are merely confined to the particular agency. For example, MOEC has utilized primary and high school supervisors to supervise and monitor UPE, EOI and CE programmes while Small Farmers Development Project has relied on its own administrative staff for supervision. Similarly, projects like ERD Seti Project and Action Aid/Nepal have field level personnel to supervise and monitor their programmes. The supervisors receive additional incentives in response to their activities.

Regarding the monitoring tools and method, some checklists have been developed for the limited use of a particular agency. Major projects like the ERD Seti Project, the World Bank sponsored Primary Education Project and the USAID funded Radio Education Teacher Training Programme have also made a point of getting in depth evaluation carried out at various phases of their activities by one or another research organization. Project managers have used this feedback to restructure project implementation strategies accordingly.

Chapter 4

Country Data Pertaining to Education for All

Apart from the difficulty of transportation caused by the hilly terrain of the land, Nepal, which has a per capita income of only US$ 160, has to contend with the problem of rapid population growth (2.7 per cent) and a paucity of resources. The country, which has a population of 18.1 million (figures of June 1988), will have 24.58 million inhabitants (plausible variant) by 2001 A.D. according to a project estimate of Central Bureau of Statistics. Of this number 3.19 million will be primary school age (6-10 years) and the number of adults aged 15 years and over will be 14.9 million (Table 5).

Table 5 Population by Sex and Age-group 1971-2001

Population	1961	1971	1981	1991	2001
TOTAL	9412996	11555983	15022893	19495972	245884227
Female	4776963	5738780	7327503	9430309	11831942
per cent Female	50.8	49.7	48.8	48.4	48.1
0-14 Years Old					
Total	3765783	4674578	6211972	8238464	9727928
Female	1850222	2295156	2984960	3932984	4645127
15 Years and over					
Total	5647213	6881405	8810867	11257508	14856299
Female	2926741	3443624	4342543	5497325	7186815
Primary School Age Population 6-10					
Total	1283700	1619198	2116499	2692812	3191538
Female	625700	779269	1024953	1324883	1666414

Source: Population Census 1961, 1971, 1981 and Population Projection of Nepal 1981-2001, Central Bureau of Statistics (CBS), Kathmandu, Nepal.

Illiteracy Situation

In the year 1951, which marks an important watershed in Nepal's education expansion, the illiteracy rate in the country was as high as 98 per cent. In 1961 the illiteracy rate of adults 15 years and above came down to 91.13 per cent. The 1981 national census put the country's literacy rate for those over 6 years of age at 23.5 per cent. Table 6 gives figures for illiterate adults of 15 and above in the decades from 1961 to 2001.

Table 6 Number of Adult illiterates (15+) by Sex 1961-2001

Population	1961	1971	1981	1991	2001
Total	5146130	6013126	6498148	7007468	7805083
	(91.13)	(87.38)	(73.75)	(62.25)	(52.54)
Male	2264300	2660036	2553083	2777824	3121641
	(83.23)	(77.38)	(57.14)	(48.25)	(40.70)
Female	2881830	3353090	3945065	4215118	4650962
	(98.47)	(97.37)	(90.85)	(76.68)	(64.72)

Figures within parentheses are percentages of illiterates (15+)
Source: Educational Statistics, MOEC.

The above table also shows the number of illiterate adults and their percentage within the same timeframe. Based on the study of the past rates of illiteracy, it was found to be 87.38 per cent for the year 1971 and 73.75 per cent for 1981. The figure of estimated adult illiterates (15+) for the year 1988 is 6,774,170 of which 4,913,954 are females. The rate of illiteracy is found to be decreasing at the rate of -1.05 per cent. Adult illiteracy rates for the years 1991 and 2001 are thus predicted to be 62.25 and 52.54 per cent for total adults of 15 years and above. This, however, presents a picture in which by the year 2001 there will still be 40.7 per cent male illiterates and 64.7 per cent female illiterates. Table 7 shows the population as well as the literacy rate of people in the 6-14 years age group.

Table 7 Literacy Situation (6-14 years)

	Population			Literates and Literacy rate		
Year	Total	Male	Female	Total	Male	Female
1961	2069547	1077134	992413	145823	97587	48236
				(5.61)	(9.06)	(4.86)
1971	2572441	1353577	1218864	550444	358459	191985
				(21.40)	(26.48)	(15.75)
1981	3368821	1764648	1604173	1020116	701184	318932
				(30.30)	(39.74)	(19.88)

Figures given in parentheses show percentages of literacy
Source : Education Statistics, MOEC.

Table 8 Literacy Rate by Sex (6+) 1961-2001

Literacy Rate (%)	1961	1971	1981	1991	2001
TOTAL	8.9	14.3	23.5	38.6	63.4
Male	16.3	24.7	34.9	57.3	94.2
Female	1.8	3.7	11.5	18.9	31.0

Source : CBS, Kathmandu, Nepal.

The above table indicates literacy rates of population aged 6 years and above by sex for each ten year period from 1961 to 2001. The literacy rate of the population aged 6 years and above shows an annual growth trend at the rate of 4.97 per cent. Based on this growth rate, it can be assumed that the country's literacy rate in 1991 and 2001 will be 38.6 and 63.4 per cent respectively. The female literacy rate will, however, be only one third of the male literacy rate.

Table 9 School Enrollment of 0-15 Year-olds

	1960	1970	1975	1980	1985	1986
Total	203648	529008	616139	121007	2308919	2397707
Female	NA	82017	124467	21613	662460	696636

Source: Education Statistics Reports 1980, 1985 and 1986, MOEC, Kathmandu, Nepal and Educational Progress of Nepal in Education and Development; CERID, 1977.

Primary School Education

Table 10 Enrolment in Primary Education: Gross Enrolment Ratio, Net Enrolment Ratio, and Out-Of-School Children 1061-2001

Population	1961	1971	1981**	1991*	2001
Primary enrolment					
TOTAL	182533	408471	1067912	2257151	2928984
Girls	14000#	64752	299512	851725	1437268
Gross Enrolment Ratio					
Total	14.5	25.2	90.4	87.0	100.0
Boys	26.1	40.9	118.3	103.4	100.0
Girls	2.3	8.3	47.7	69.0	100.0
Net Enrolment Ratio #					
Total	NA	NA	49.7	68.0	100.0
Boys	NA	NA	66.8	95.2	100.0
Girls	NA	NA	31.5	40.0	100.0
Out-Of-School					
Total	NA	NA	642432	841236	None
Boys	NA	NA	215679	65756	None
Girls	NA	NA	429882	763845	None

Source: Educational Statistics Report 1980, Ministry of Education and Culture (MOEC) Kathmandu, Nepal and Educational Progress of Nepal, National Education Committee (NEC), CERID, 1977.

* Estimated
** In 1980 Primary Education includes Grade I to Grade III only.
\# Estimated. Net enrollment ratio for 1981 and 1991 are estimated on the basis of 1983 and 1986.

As Table 10 indicates, there has been a steadily rising trend in primary school enrollment in the country. If the gross enrollment ratio was 14.5 per cent in 1960, it is expected to reach 87 per cent in 1990. The 1970s, as a sequel to the introduction of the National Education System Plan, saw a tremendous rise in primary school enrollment so that gross enrollment shot up from 25.2 per cent in 1970 to 90.4 per cent (grade 1-3 only) in 1980. According to the plan prepared by the MOEC, the target has been set to provide education to 100 percent of the country's 6-10 year old population by 2000 A.D.. Figures for primary school enrollment for 1975 and 1985 are as follows:

Table 11 Primary School Enrollment

Enrollment/Year	1975	1985
Total	458516	1812098
Girls	84008	541649

Source: Educational Statistics, MOEC.

Rapid expansion of primary education in the 1970s and 1980s is evident from the above figures. Primary enrollment in 1985 nearly quadrupled from the figure for 1975 and during this period, girls' enrollment also increased by more than six times.

Survival Rate

Given in the table below is the percentage of primary students enrolled in Grade One as well as the survival figures for the year 1980 and the estimated figures for 1990 and 2000.

Table 12 Percentage Enrolled in Grade 1 and Survival Until Grade V of Primary Education 1960-2000

	1960	1970	1980**	1990*	2000*
Percentage enrolled in Grade 1					
Total	NA	NA	54.97	32.65	22.84
Boys			54.03	32.32	20.44
Girls			57.37	33.19	25.33
Number enrolled in Grade 1					
Total	NA	NA	587011	736857	669007
Boys			415187	454164	304915
Girls			171824	282693	364092
Survival rate until Grade 5					
Total	NA	NA	41.36	44.11	45.66
Boys			41.88	34.03	80.31
Girls			39.88	46.55	70.52
Number enrolled in Grade 1					
Total	NA	NA	344223	411829	162836
Boys			241307	299612	60038
Girls			103301	151099	107334

Source : Ministry of Education and Culture, Kathmandu, Nepal.

* Estimated
** Includes Grade One to Three only.

Drop-out figures at the primary school level are by any standard excessively high. The survival rate until Grade Three, as it was recorded in 1980, was 41 per cent. The survival rate for girls is less than that for boys. In the Basic Needs Programme of the MOEC, stress has also been given to quality improvement. This emphasis thus has a direct bearing on decreasing the drop-out rate so that with concerted and consolidated efforts it is expected that the survival rate up to Grade Five will go up to 75.66 per cent by the end of the year 2000.

Literacy Level by Geographic Region

The Kingdom of Nepal is often divided into three main geographic regions - the Terai belt (or plains), the hills and the mountains. The Population Census of 1961 was taken on the basis of dividing the country into hills, inner Terai, Terai and Kathmandu Valley and it put the literacy rate in each region as follows:

Table 13 Literacy Level by Region and Sex (1961)

Region	Total	Female	Literates and Literacy Rate		
			Total	Male	Female
Hills	4557723	2367507	297504	274452	18052
	59.0		6.4	12.5	0.7
Inner Terai	434804	218065	27072	25000	2072
	5.6		6.2	1.5	0.9
Terai	2350021	1152178	201618	175922	25696
	30.4		8.5	14.6	2.2
Kathmandu Valley	368930	139835	97149	74251	17898
	5.0		25.1	40.2	9.4
Nepal	7729478	139835	97149	74251	17898
			7.9	14.5	1.6

Source: Population Census 1961, Central Bureau of Statistics.

As this table shows, the literacy rate in 1961 for the whole Kingdom was 7.9 per cent, in which Kathmandu Valley had the largest share (25 per cent) though it represented only 5 per cent of the country's population.

According to the statistics of literacy rates for 1971 and 1981 as given in Table 14, the hill region shows the highest rate of literacy and the mountains the lowest in both the census years. The female literacy rate in the mountains is also the lowest at only 7.8 per cent in 1981.

Table 14 Literacy Level by Region and Sex (1971 - 1981)

Region	Total Population		Literates and Literacy Rates					
	1971	1981	1971			1981		
			Total	Male	Female	Total	Male	Female
Mountain	947028	1068044	93685	84046	9639	191794	150828	40966
per cent	10.0	8.7	9.8	17.5	2.0	17.0	27.6	7.8
Hill	4996816	8535307	740010	640882	99128	1455459	1080442	375017
per cent	52.8	47.9	14.8	25.8	3.9	25.0	37.0	12.9
Terai	3510002	5276337	479028	405276	73752	1282230	981757	300473
per cent	37.1	43.3	13.6	22.1	4.3	22.5	32.1	11.9
Nepal	9453846	12179688	1312723	1130204	182519	2929483	2213025	716458
			13.9	23.5	3.9	23.9	35.0	12.0

Source: Literacy Situation in Asia and the Pacific, Country Studies, Nepal, UNESCO, Bangkok, 1984.

Urban and Rural Literacy and Primary School Enrollment

Because of a greater sense of awareness of the value of education, literacy among the urban dwellers is comparatively higher as the following table indicates.

Table 15 Urban and Rural Literacy Rates by Sex for 1981 and 1986 (per cent)

	Urban		Rural	
	1981	1986	1981	1986
Both Genders	50.5	62.7	21.4	32.8
Male	61.1	77.7	31.9	49.9
Female	38.2	47.5	10.3	16.1

Source: Demographic Sample Survey 1986/87, First Report, 1987.

Primary school enrollment figures in urban and rural areas by sex for the year 1985 and 1986 are given in the following table.

Table 16 Primary Enrollment in Urban and Rural Areas

	1985		1986	
	Total	Girls	Total	Girls
Urban	152607	63145	170874	NA
Rural	1659491	478504	1686784	NA
Total	1812090	541649	1857658	559481

Source: Education Statistics Projects 1985 and 1986. Ministry of Education and Culture, Kathmandu, Nepal.

Table 17 Primary School Enrollment Rate by Geographic Region (In Percentage)

	1984	1985
Mountain	73.0	73.6
Hills	92.7	92.0
Terai	61.6	63.7
Nepal	76.3	77.1

Source: Education Statistics Reports, Ministry of Education and Culture, Kathmandu, Nepal and Education Programme of Nepal, NEC, CERID, 1977.

Table 18 Primary School Enrollment Rate in Percentage by Development Region

Development Region	1970	1980	1985	1986
Eastern	92.3	92.3	76.0	98.0
Central	81.3	81.3	71.0	76.0
Western	121.7	121.7	101.0	112.9
Mid-Western	-	-	66.0	73.0
Far-Western	73.0	73.0	66.0	68.0
Nepal	90.4	90.4	77.0	82.0

The Kingdom of Nepal is administratively divided into five development regions. These are: eastern; central; western; mid-western; and far-western development regions. The above table shows the percentage of primary school enrollment rates in each development region in the years 1970, 1980, 1985 and 1986.

Although the literacy situation in the country is increasing steadily at the rate of 4.97 per cent per annum, this rate is not high enough to achieve the eradication of illiteracy by the year 2000 AD. If illiteracy is to be wiped out by the end of this century, concerted efforts are required to jack up the annual growth rate to 9.7 per cent, in which case the female literacy growth rate will have to be accelerated to 14.89 per cent a year.

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